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ABSTRACT

This document assesses statewide needs for trained personnel in teacher education instruction programs and determines related future roles of the public higher education institutions. Topics covered in the report are as follows: (a) teacher supply and demand in Arkansas; (b) improved economic situation; (c) student/teacher ratios; (d) alternate employment opportunities; (e) expanding educational roles; (f) adult education; (g) teacher education accreditation; (h) inservice programs; and (i) state legislation. The report concludes that there are numerous factors which could influence future teacher supply and demand in Arkansas. In general, however, these factors appear to direct themselves toward the improvement of educational quality. Recommendations drawn from this report are aimed primarily toward: (a) improving the quality and relevance of educational training programs, (b) increasing the efficiency of such programs, (c) improving the statewide coordination of programs, and (d) assisting prospective education personnel in locating employment consistent with their training. (A set of charts depicting the (a) projected live births in Arkansas, (b) projected elementary and secondary school enrollment, (c) estimated number of new teachers needed, (d) number of teachers needed to be trained, and (e) median-age of population are included.) (JS)

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Agenda Item No. 23
Meeting of State Board
May 2, 1975

REPORT ON TEACHER EDUCATION INSTRUCTION PROGRAMS

At the Board meeting held on August 10, 1973, the staff was directed to initiate in-depth studies in the fields of engineering and teacher education to assess statewide needs for trained personnel in these fields and to determine related future roles of the various public higher education institutions.

Committees of institutional representatives were formed to work on both studies and the engineering report was completed during 1974. The Teacher Education Committee collected a large amount of data and worked for some time in analyzing the data. Due to the press of time involved with the appropriations planning process and the legislative session, it has taken longer to get the report prepared than had been anticipated. A report has now been completed, however, and it is attached to this agenda item. The report was reviewed by the Teacher Education Study Committee on April 17, 1975 and has been recommended by that group. It will be noted in the final pages of the report that recommendations have been made which would require continued work by the Teacher Education Study Committee.

If the State Board agrees, the following resolution is suggested:

> RESOLVED That the Report on Teacher Education in Arkansas has been received and approved by the State Board of Higher Education.
>
> FURTHER RESOLVED That the staff of the Department of Higher Education shall continue to work with the Teacher Education Study Committee on recommendations as included in the report and provide progress reports to the Board at appropriate times.
>
> FURTHER RESOLVED That the findings of the study shall be considered by the staff when requests for new programs are proposed.

SP009 175

REPORT ON
TEACHER EDUCATION IN ARKANSAS

INTRODUCTION

During the 1950's and 1960's, the supply of elementary and secondary teachers in the United States was below the demand. With the large increase in children of school age generated by the "baby boom" years of World War II, the shortage of teachers was at a critical stage and school districts often were left without adequate numbers of teachers or with those minimally qualified for their positions. In order to expand both the quantity and quality of the teaching labor force, colleges and universities were encouraged to train as many teachers through the baccalaureate degree as possible and even then they were unable to satisfy the need. From 1952 to 1970, higher education institutions in the United States increased the annual supply of teachers being produced from 74,000 to 218,000 which almost tripled the annual supply. Beginning around 1969, however, the large surge of elementary and secondary school students began to subside since the birthrate had been declining for several years. At about this same time, colleges and universities were reaching their maximum effort in production of graduates with teaching preparation and the supply of teachers began to exceed the demand. There was a demand for 84,600 teachers in 1952 and this had increased to a high of 178,900 by 1969 which was the first year the supply actually exceeded the numerical demand in the country. As this situation developed and the teacher employment market began to deteriorate, states and educational organizations began to study more carefully the future teacher needs and educational trends. This report is a response to the need for additional information concerning teacher demands in the state of Arkansas.

TEACHER SUPPLY AND DEMAND

State Population

After the turn of the century, the population of Arkansas increased steadily until about 1940. During the twenty year period between 1940 and 1960, however, the population decreased by 153,000 people and a total population of 1,786,000 was recorded in the 1960 census. After this twenty years of decline, the population again began to increase during the 1960's and 1,923,295 people were enumerated in the 1970 census. It is estimated that state population has continued to increase since the 1970 census and is now in excess of 2,000,000. During the years of decline, the state experienced a net out-migration of population but current estimates are that this situation no longer exists and the state is experiencing a net in-migration of population. Live births in the state have been gradually decreasing since 1947 when a high of over 49,000 was reached right after World War II. This increase became quite marked during the 1960's when large decreases were recorded between 1965 and 1968. Since that time, the number of live births has ranged between 31,617 and 33,401. Al-

though it is impossible to anticipate with any assurance what the future will hold, it appears that the number of live births has begun to stabilize near 30,000 per year. (See Table I)

Teacher Demand in Arkansas

The large reduction in births during the 1960's began to have an impact on school enrollments in the early 1970's when elementary school enrollment started to decrease sharply. (See Table II) It is expected that elementary school enrollment will continue to decline through the 1970's and begin to stabilize in the early 1980's while secondary school enrollment will continue to increase until the mid 1970's. At that point, the smaller classes in the elementary schools will reach the secondary schools and decreases will be experienced. These reductions in elementary and secondary school enrollments will have direct implications for the overall number of teachers that will be needed in Arkansas. Assuming constant student/teacher ratios and teacher turnover rates, it is expected that the number of teachers that will be needed to serve the enrollment in Arkansas will decline through the 1970's. The number of new teachers that will be needed to replace those who retire, migrate out of the state, or simply leave the teaching profession will decrease from a little over 2,100 in 1975/76 to approximately 1,700 by 1981/82. After that point, it appears likely that the number of new teachers needed each year will begin to stabilize or possibly increase. (See Table III) Studies conducted by the Arkansas Education Association indicate that 82.5 percent of teachers teaching in Arkansas receive their training in the state. Assuming that this factor will continue in the future, the number of teachers that institutions will need to train for teaching in Arkansas would be reduced by 300 to 400 per year. (See Table V) Some institutional studies have indicated, however, that approximately 15 percent of students prepared for teaching never enter the teaching labor force and 10 percent of those who do, leave the state for employment. This would mean that institutions would need to prepare a larger number of teachers than would be required for positions available in the state. (See Table V) As an example, after the expected number of teachers from outside the state are subtracted from total needs, it is projected that 1,585 new teachers will be needed for employment in Arkansas in 1977/78. In order to provide that many new teachers, institutions would need to prepare 2,113 students and the difference would be those who do not teach or those who leave the state.

Teacher Supply in Arkansas

Data included in a recent publication of the Southern Regional Education Board (SREB) show that the number of college students receiving bachelors and masters degrees and preparation to teach in elementary and secondary schools in the United States has continued to increase although the demand has decreased. From 1969 to 1973, there was an increase in trained personnel of 12.2 percent in the United States. Even more significant was an increase of 14.7 percent in the same period in the fourteen southeastern states included in the SREB region.

There were two SREB states, however, that had reported decreases in the number of teachers being trained and these were Arkansas and Kentucky. Available data indicate that public colleges and universities in Arkansas graduated 2,643 students with preparation for teaching in 1970/71 and this number had reduced to 2,480 in 1971/72 and 2,314 in 1972/73. (See Table IV) Based on estimates included in this report, the demand for new teachers between 1975/76 and 1981/82 will decline in Arkansas by an average of 3.3 percent per year. The reduction in students who were prepared for teaching by public higher education institutions decreased from 1970/71 to 1972/73 by an average of 6.2 percent per year. If these trends continue, although the number of new teachers needed will decline in the next few years, the number that is being prepared in public institutions will decline at a faster rate than the need.

Summary Comments

From data included in this report, it appears that the demand for new teachers in Arkansas across all disciplines and the supply produced by higher education institutions is relatively consistent. It is projected that 2,347 teachers will need to be trained in 1975/76 to meet the demand and the actual number produced in 1972/73 by public institutions was below that number. Private institutions in the state graduate 1,200-1,400 students with baccalaureate degrees each year. Although data are not available on the exact number, some of these students are prepared for teaching and should compensate for the difference between demand and the supply produced by public institutions.

Although there appears to be no major disparity between teacher supply and demand when considering statewide totals, other aspects must be taken into consideration by students anticipating entry into the teaching profession. The first is that some disciplines continue to be in need of additional teachers while others appear to have an overabundance of trained personnel. A second factor is that geographic distribution cannot be assumed to be constant throughout the state. Some areas of the state have a younger population than others and teachers would be in greater demand in areas where the overall age of the residents is lower. (See Table VI) In addition, the difference between compensation levels has an obvious and direct impact on the number of teachers seeking employment in a particular community.

CHANGING FACTORS

Aspects of educational trends and teacher supply that have been discussed in this report to this point have accepted a basic underlying assumption that trends that have been experienced in recent years will be somewhat consistent in the future. There are aspects, however, which suggest possible changes in trends over a number of years which could have a direct and dramatic impact on education in the state and the training of teachers to meet these challenges.

Improved Economic Situation

One significant situation in Arkansas is that an aggressive program to attract industry into the state, a more dynamic tax structure, and a willingness of most Arkansas people to work for and cooperate with the leadership in such efforts has created a vastly improved economic situation in the past decade. In addition to an improvement in the production, processing, and marketing of farm products, oil and gas products, and wood products, there has been a substantial increase in other industrial development. During the past few years, the percentage increase in per capita income in Arkansas has exceeded a majority of the states in the United States. Even during periods of economic stress in the country, Arkansas has tended to be less volatile economically than most states. Although economic prospects for the next decade may not be as positive as the past decade, it is likely that moderate increases in support will continue to be available for the expansion of opportunities and improvement in the quality of public education in Arkansas.

Student/Teacher Ratio

Another implication for change is student/teacher ratio. This has been a controversial subject in education for many years because no definite research studies can be cited which conclusively support a particular ratio of students to teachers. In spite of this fact, the accrediting agencies and professional education organizations continue to encourage a smaller ratio than is used in many of our public schools at this time. Over the years, this ratio has gradually been reduced in our public schools in Arkansas and estimates of need as included in this report assume a constant ratio. The advent of individualized instruction in many schools, the extension of public school education to special education students and pre-school age children, and the increased holding power of the public schools for slow learners are all changes from the traditional approach to education which may require the establishment of new concepts about student/teacher ratios. As these changes become more widespread, there is a possibility that additional teachers will be needed to educate a stabilized student enrollment although they may be needed in specific disciplines with specific training rather than spread throughout all disciplines.

Alternate Employment Opportunities

The student who is trained as a teacher, at the secondary level in particular, is required to complete the general education requirements that liberal arts students meet and to work out a major in a teaching area which is comparable to a liberal arts major. The primary difference between the courses required of teacher education majors and liberal arts majors is the 18 hours of education required of teacher education students while liberal arts students either complete a minor in another subject area or are permitted to select additional electives to complete their programs. Persons trained as teachers may be well trained for many positions which require general and liberal arts education and many

are able to find satisfying employment outside of the teaching profession. In fact, many students complete the requirements for the B.A. or B.S. degree and take the 18 hours of education in order to provide insurance that they will have alternate employment opportunities.

Expanding Educational Roles

Within the last few years, the American citizenry has focused on the concept of accountability. It has asked that its schools and their faculties be responsible for not only the educational process but the educational product. As a result of this, schools have attempted to incorporate new personnel and special kinds of personnel into their programs who can help students prepare not only for a complex world but can help them attain certain skills which will have some immediate value to the individual and to the society. Colleges and universities have the responsibility of anticipating educational needs within the state and their preparation programs must include the preparation for those special personnel that can achieve the educational process for all of the students. There are now more high schools of a comprehensive nature and this suggests that the role of the high school has changed from that of a pre-college program to a wider curriculum for preparing individuals for occupations and occupational entry upon leaving or graduating from the institution. Counselors and teachers are being asked to assume roles in career education with the basic premise being that every child will leave an institution with some saleable skill.

Adult Education

A significant sector of the population which is receiving some attention in education is that of the under-educated adult within the state. Statistics indicate that there are more than 600,000 under-educated adults within Arkansas and many of these are productive individuals in terms of earning a living. Adult education currently reaches some 8,000 of these individuals in organized classes. The dropout rate of the public schools is such that the number of these people continues to increase and there is a need for teacher education institutions to concern themselves with the education of adults and the special techniques and understandings needed to deal with adult students.

Teacher Education Accreditation

Teacher preparation in institutions of higher education is provided direction from the accreditation process established by the National Council for Accreditation of Teacher Education (NCATE). NCATE's coordinating board is composed of representatives from higher education, state directors of public instruction, school boards, certification officers, and public and private school teachers and administrators. This diverse representation enables NCATE to reflect the constantly changing demands confronting the field of education and to provide minimum standards for the preparation of teachers. Recently reorganized to reflect greater influence from teachers and administrators,

NCATE is now requiring that all institutions meet new standards in the preparation of teachers. These standards obligate participating institutions to design balanced programs including a general studies component, an appropriate content or subject matter component, and a professional studies component. It is not possible to obtain accreditation by NCATE unless respectable general education and subject area components are planned as part of the teacher preparation program.

Current concerns about teacher quality and teacher supply are reflected in the new NCATE standards. Institutions must demonstrate that a selection process is used which ensures that prospective teachers possess academic and attitudinal potential to become successful teachers. Additionally, accredited programs must include a planned series of "early experiences" which will enable prospective teachers to come into contact with young learners in public school settings. This sequence of experiences will enable institutions to do a better job of relating theory and practice. More importantly, students will have experiences which will enable them to make better decisions about continuance in a teaching career.

For the past two and one-half decades, teacher preparation could not meet the demands. Consequently, the emphasis was placed on the number of teachers produced with too little concern given to the quality of the product or the success of the new teacher in a changing field of teaching. Changes in the employment ratio have led to a new set of NCATE standards which obligate institutions to measure the effectiveness of their products from teacher preparation programs. Evaluation must be made of students at the end of the program and after they enter the teaching profession. The evaluation must include the process and criteria used in the selection of students of promise and ability and relate to their progress through the program as they meet the stated objectives of the program. The evaluation will indicate the percentage of students who enter teaching and will reveal the characteristics of teachers prepared by the institution. Information made available by peers (experienced teachers) and superiors (department chairmen, principals, supervisors, etc.) as beginning teachers are evaluated in terms of job performance will be cycled back as programs are reevaluated. The individual and collective strengths and weaknesses of teachers will lead to a continuing input system for the analysis of program adequacy.

In-Service Programs

Teachers, administrators, and school service personnel are looking to institutions of higher education for an increased number of services. Better remunerative systems for professional development have created demands for both on-campus and off-campus assistance in improving both individual job performance and collective program development. Traditional courses, workshops, seminars, and consulting roles are being requested of institutions as practitioners respond to the demands of accountability which confronts today's

educator. Traditional offerings and services often fail to meet these needs and require that institutions send specialists to the schools to prepare developmental experiences more directly related to the needs of the school or school district.

State Legislation

With a more educated populace, an expanding economy, and a general increase in the awareness and concern for the needs of children, several pieces of legislation have been adopted by the Arkansas General Assembly in recent years which have implications for both the quantity and quality of educational manpower in the state. Act 229 of 1969, the "Quality Education Act", requires that all schools earn an "A" rating from the Department of Education by 1979 or be consolidated with other schools in the county. In order to achieve such a rating, schools must include adequate numbers of personnel in the teaching ranks, administration, and in support areas such as libraries. In addition, personnel acting in these capacities must have appropriate preparation for their positions and hold the appropriate certification required by the state. Act 102 of 1973 is called the "Special Education Act" and it holds each school district responsible for the education of all youngsters who fall within the school age range. This number could run as high as 14 percent of the school age children but may be more realistically in the six percent range. Full implementation of the Act will require a considerable number of additional special education teachers. There are currently about 1,000 special education teachers in Arkansas and a majority of these focus on the mentally retarded child. The intent of Act 102, however, is that the full range of children with special needs be provided education that will benefit them. Legislation has also been passed in recent years to extend education to five-year-old children with the local districts and the state sharing the cost. In 1973/74, there were 540 kindergarten units operating in the schools within the state. If kindergarten is extended to all children, in excess of 1,300 kindergarten units will be needed.

Each of these pieces of legislation includes implications for educational manpower. In some cases, the implication is for additional manpower and in others the emphasis is on quality. In each case, however, effort will be required on the part of colleges and universities for the training of these personnel.

Summary Comments

As evidenced by information included in this section of the report, there are numerous factors which could influence teacher supply and demand in the future. In general, however, these factors appear to direct themselves more toward the improvement of educational quality than any other aspect. During the years when enrollments were expanding so rapidly, little time and limited resources were available for directed efforts at quality improvement and far too often both school programs and teacher training were forced to emphasize quantity rather than quality. As the pressure on enrollments has eased, efforts

can be directed toward quality improvement, improved coordination between programs, and program efficiency. Such efforts will allow educational personnel to be employed in fields for which they are trained and qualified and upgrade the general level of educational services to the students.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

From the information presented in this report, several conclusions can be drawn concerning educational trends and the need for trained educational manpower in Arkansas in the future. Conclusions are as follows:

1. Elementary and secondary school enrollments in Arkansas will likely decline during the 1970's and stabilize during the 1980's.

2. The demand for teachers in Arkansas in currently existing elementary and secondary school programs will likely decline during the 1970's and stabilize in the 1980's.

3. The number of teachers being prepared by colleges and universities is declining at a rate equal to or exceeding the rate of decline in the demand for teachers.

4. With the currently existing educational programs and services in Arkansas, there appears to be no great disparity between the number of needed new teachers during the next decade and the number that will likely be graduated by colleges and universities that will enter the teaching labor force.

5. Prospective teachers will significantly improve their employment opportunities by considering manpower requirements in various disciplines before making a choice and migrating to geographic areas of the state where the demand will be larger.

6. An improved state economic situation, recent state legislation, accreditation policies, a move toward more individualized instruction, demands for increased educational accountability, and potential changes in educational roles may increase the need for re-evaluating current educational practices and implementing new practices requiring different personnel training programs in the future.

Recommendations

Recommendations drawn from this report are aimed primarily toward improving the quality and relevance of educational training programs, increasing the efficiency of such programs, improving the statewide coordination of programs, and assisting prospective educational personnel in locating employment consistent with their training. Recommendations are as follows:

1. Although efforts directed toward teacher education program reductions appear unnecessary, general expansions of existing programs should be avoided.

2. Colleges and universities should make specific efforts to counsel prospective teacher education students concerning employment opportunities in the various disciplines and in geographic locations throughout the state.

3. Consistent with National Council for the Accreditation of Teacher Education revised standards, colleges and universities should devote efforts toward evaluation and strengthening of teacher education training programs.

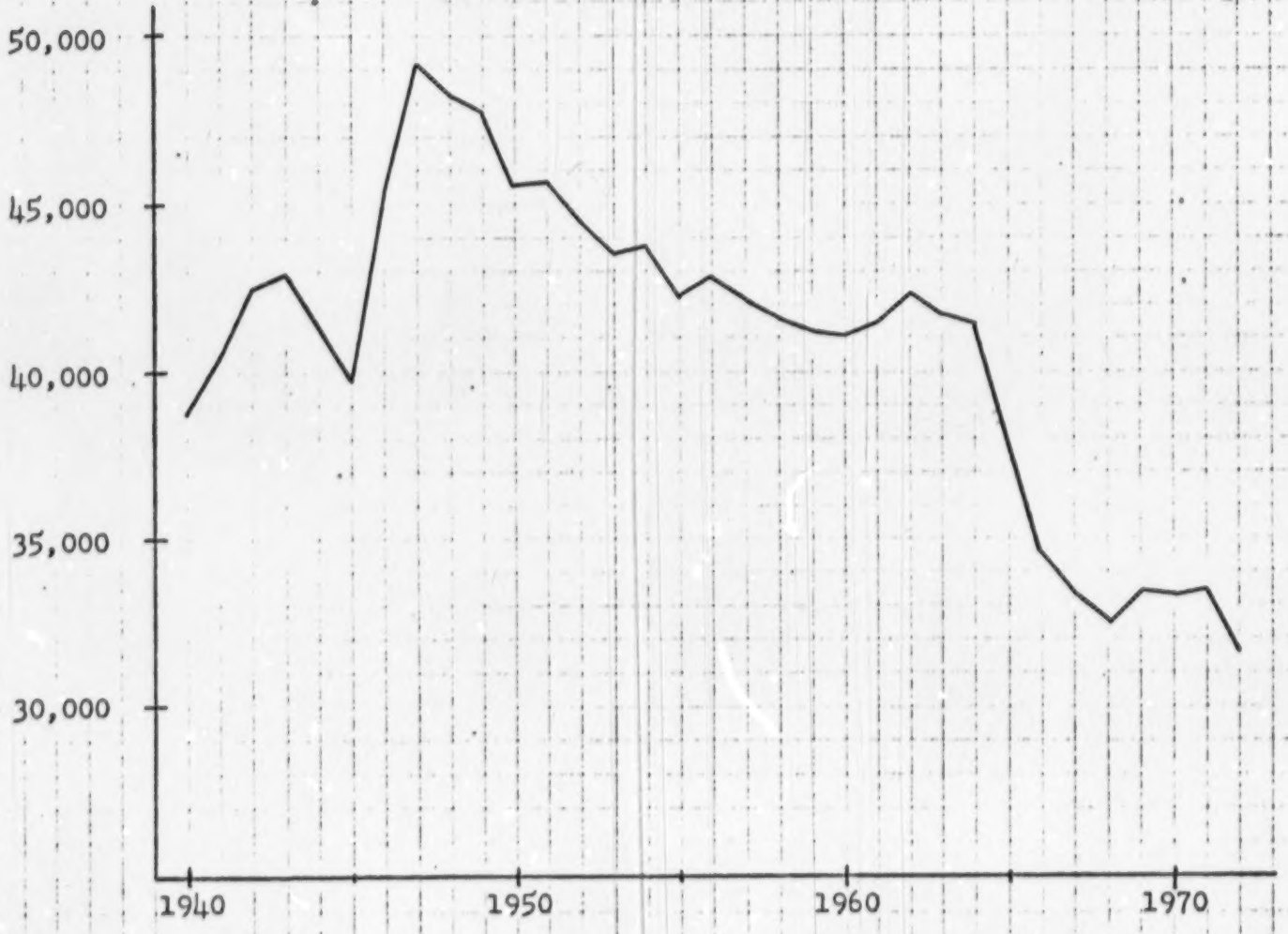
4. School districts throughout the state should direct their attention to placing teachers and other educational personnel in positions consistent with their educational training and with the appropriate licensure or certification at the earliest possible date.

5. A Teacher Education Planning and Evaluation Committee should be established with representation from each higher educational institution. This committee should meet on at least an annual basis to engage in discussions and studies directed toward improving programs and services of teacher education and coordination between institutions.

6. Planning should be implemented between institutions preparing teachers and appropriate state agencies to facilitate a statewide system of practicum or student teaching. Such planning should lead to the standardization of fees for the experience, the cooperative utilization of student teaching stations, and the most effective supervision of such activities.

7. Planning should be implemented between institutions preparing teachers and appropriate state agencies to facilitate a statewide system of placement information for prospective teachers and prospective employers.

TABLE I
LIVE BIRTHS IN ARKANSAS
1940-1972
(by residence)



Source: Bureau of Vital Statistics, Arkansas Department of Health

TABLE II
ACTUAL AND PROJECTED ELEMENTARY
AND SECONDARY SCHOOL ENROLLMENT IN ARKANSAS
1968/69 - 1983/84

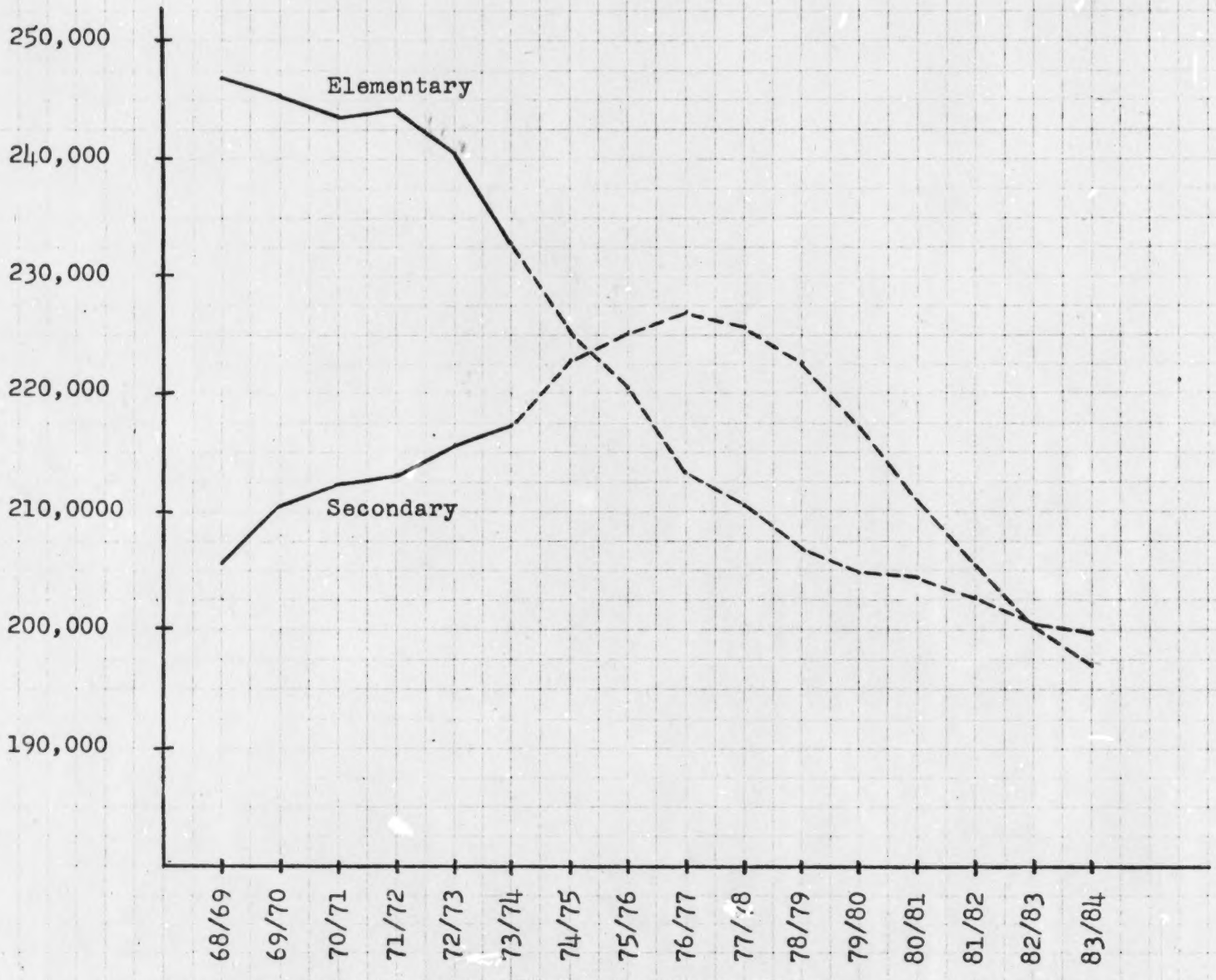


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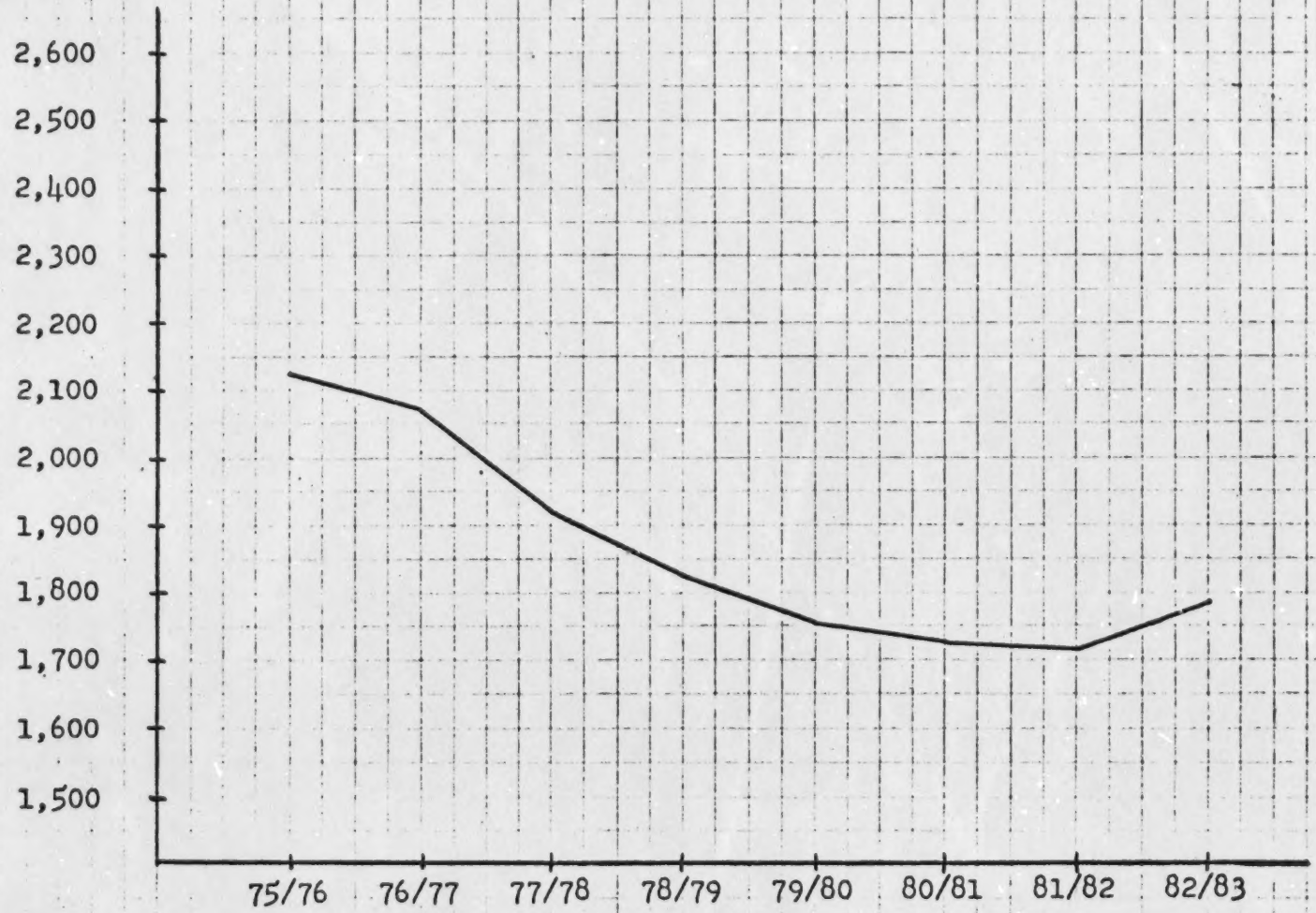
TABLE III
ESTIMATED NUMBER OF NEW TEACHERS
THAT WILL BE NEEDED IN ARKANSAS
1975/76 - 1982/83



NOTE: These estimates assume a constant student/teacher ratio and teacher turnover rate which have been experienced in recent years in Arkansas.

TABLE IV
NUMBER OF STUDENTS PREPARED FOR
TEACHER CERTIFICATION IN PUBLIC
COLLEGES AND UNIVERSITIES IN ARKANSAS
1970/71 - 1971/72 - 1972/73

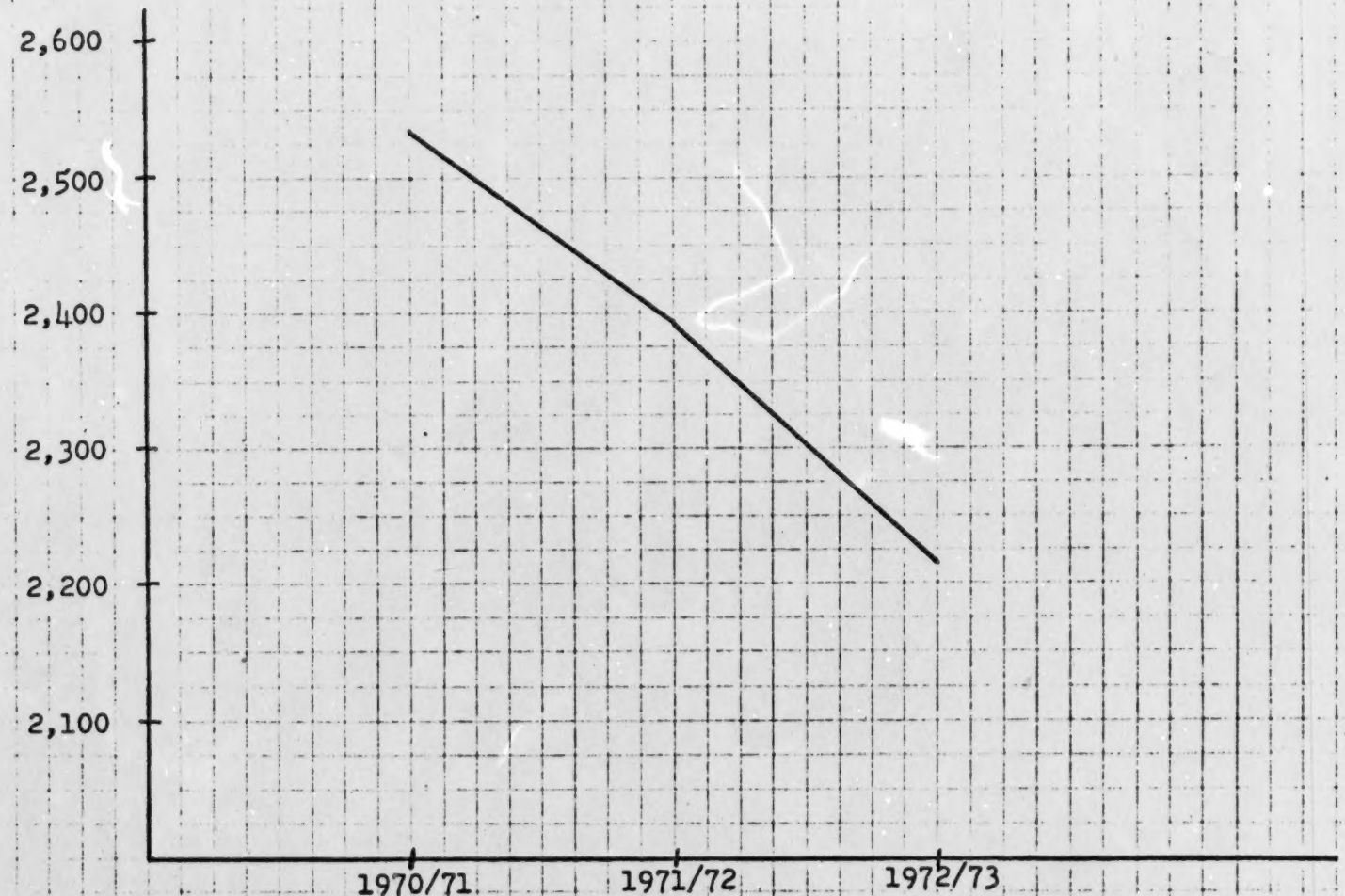


TABLE V
NEW TEACHERS NEEDED IN ARKANSAS TRAINED
IN ARKANSAS AND TEACHERS ARKANSAS INSTITUTIONS
NEED TO TRAIN TO MEET STATE DEMANDS
1975/76 - 1982/83

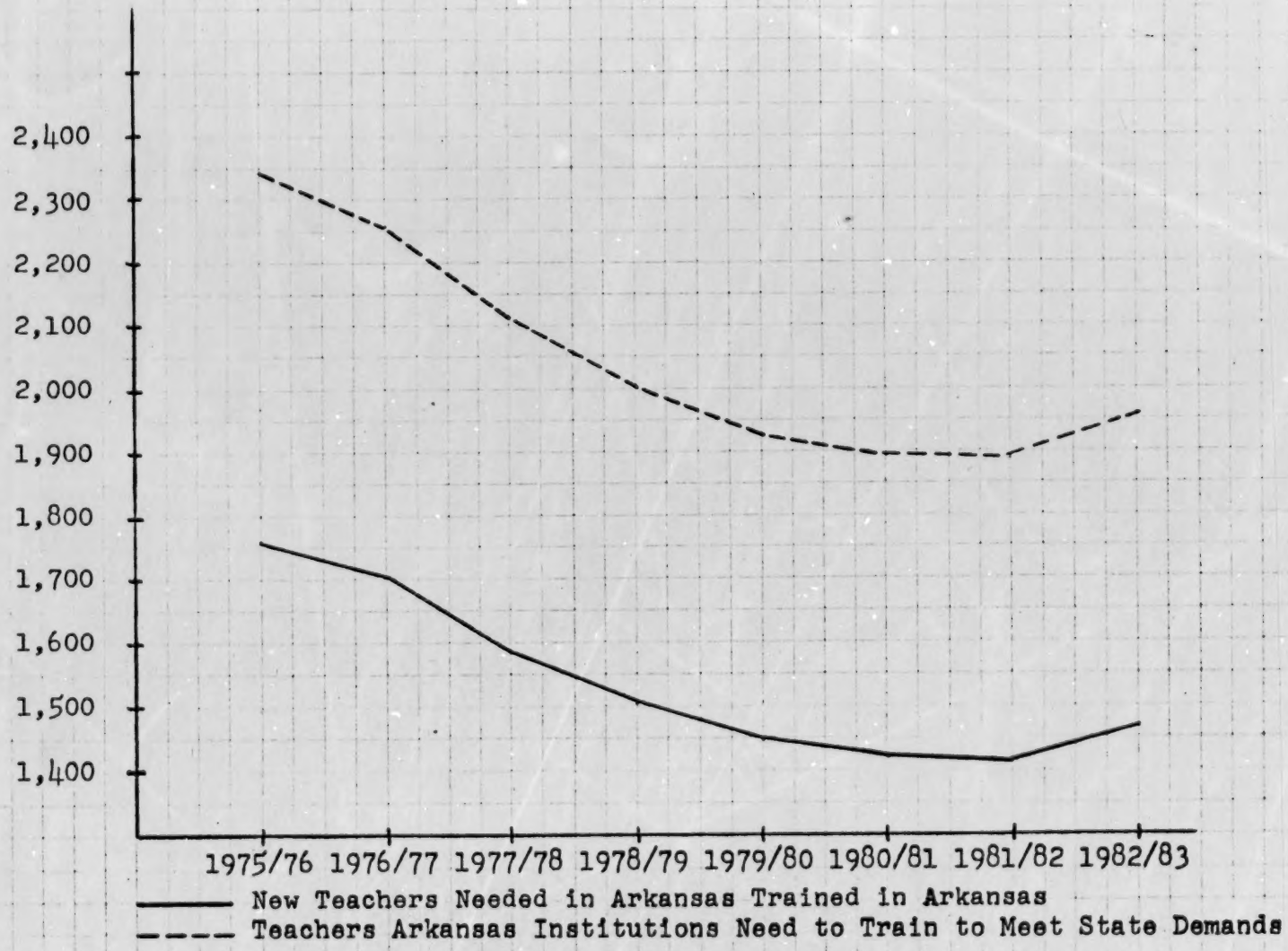


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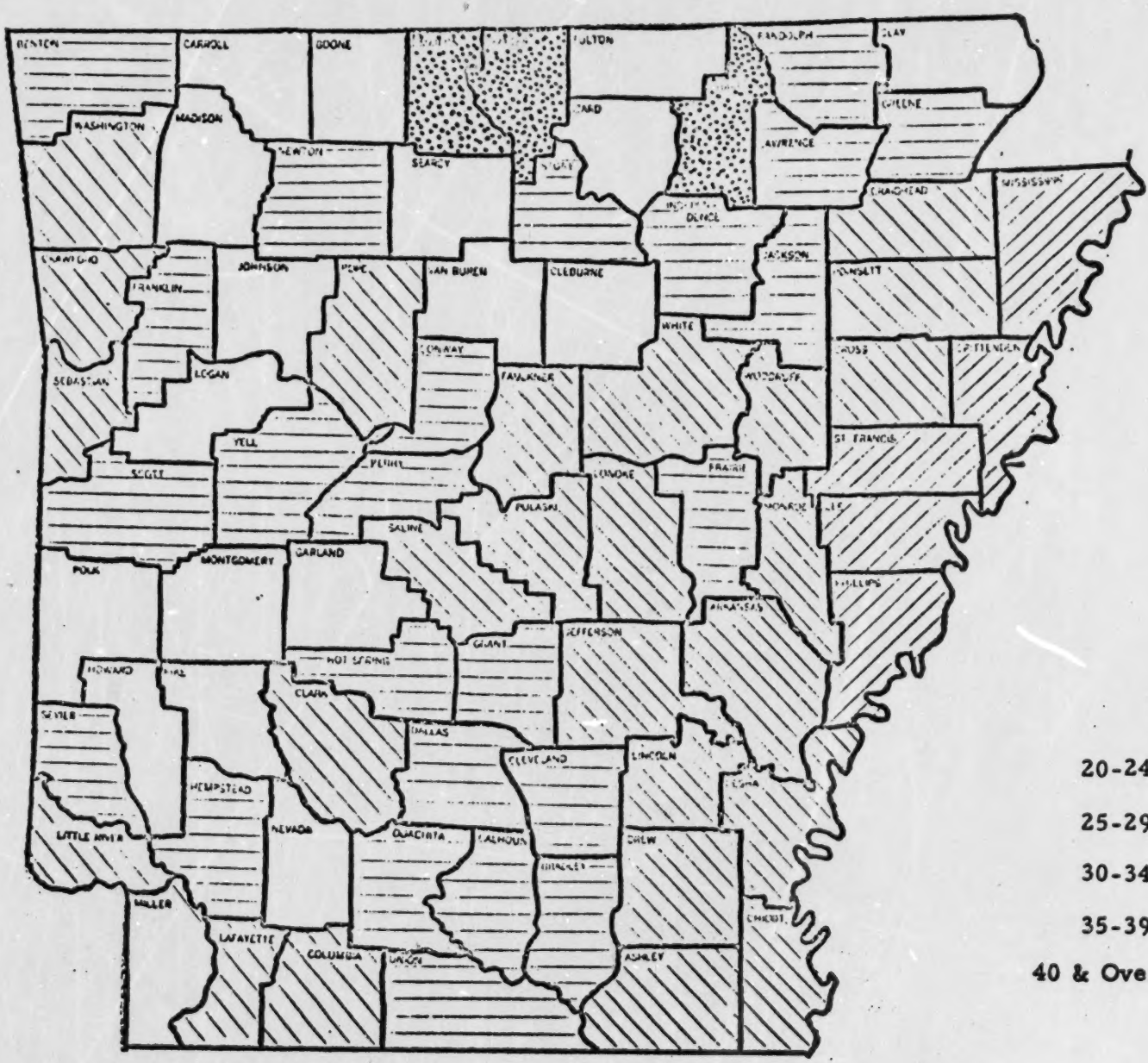
TABLE VI

MEDIAN AGE OF POPULATION IN ARKANSAS BY COUNTIES

1970 Census



Median Age Range

20-24	
25-29	
30-34	
35-39	
40 & Over	